

OTR 76/6050

*1/21/76*

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MEMORANDUM FOR: Chief, Career Training Program


Chief, Functional Training Division  
Chief, Intelligence Institute  
Chief, Language Learning Center  
Chief, Training Services Staff

SUBJECT : OTR Audit Survey

1. On 20 January the Chief, Audit Staff, gave me a draft of their report and requested comments and corrections. There is attached the section(s) of the report which concern your Unit.

2. I would like to know your views and comments on the attached as soon as feasible, but no later than COB 27 January. Where appropriate, please submit new language in place of inaccurate or otherwise faulty statements and indicate whether you or members of your staff have previously reviewed it. I leave to your discretion the matter of how you staff this out in your Unit and/or how you share the information with members of your Unit.

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 Alfonso Rodriguez  
Director of Training

Attachment:  
Applicable Section(s)  
of Audit Report

Distribution:  
2 - Ea Addressee, w/att  
1 - OTR Registry, w/complete report  
1 - O-DTR Chrono, w/o att  
✓1 - DDTR Chrono, w/complete report

STATINTL OTR  sm (21 January 1976)

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20 JAN 1976

MEMORANDUM FOR: Director of Training

SUBJECT : OTR Audit Survey

Attached for your review is a draft memorandum prepared for the Chief, Audit Staff covering the OTR audit survey.

I am forwarding this draft to you for discussion purposes only. I would appreciate your suggestions for any revisions to the draft prior to our meeting with the DDA on 22 January 1976.

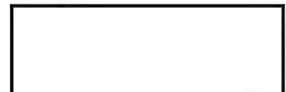


Chief, Audit Staff  
Office of Inspector General

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Attachment:  
as stated

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MEMORANDUM FOR: Chief, Audit Staff

SUBJECT : Office of Training Survey

Per your request an audit survey has been conducted of the Office of Training (OTR) with the objective of identifying areas where a Program Review might prove beneficial to Agency management. This was done in conjunction with our expanded scope financial compliance audit of OTR for the 27 month period ended 31 August 1975. This memorandum summarizes the results of the survey for your consideration prior to discussions with the Deputy Director for Administration (DDA) and the Director, OTR.

The planning, programming and budgeting of OTR's resources are supported by eight Resource Packages. We used these packages as the basis for our audit approach. We considered using an MBO approach, but the objectives only involve about 10% of OTR resources.

The responsible auditor used survey techniques to broaden his understanding of the activity and also to resolve questions raised in his financial review. We combined audit and survey techniques primarily because of limited audit resources. It did result in our addressing some problems immediately rather than just identifying them for future review. A summary of OTR's programmed activity for FY 1976 is presented below.

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<u>Resource Package</u>	<u>Positions</u>	<u>Funds (in thousands)</u>
1. Career Training Program		
2. <input type="text"/> Ops Training		
3. Functional Training		
4. Intelligence Institute		
5. Language Learning		
6. Management Support		
7. Technical Services		
8. Training Support		
TOTALS		

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We prepared a draft report upon completion of our review of a Resource Package. These reports were used in the exit conferences with responsible officials. In those areas where we are recommending a more comprehensive review a report is attached. Also, we are including in our summary of observations the recommendations proposed for the Audit Report. A summary of our observations follows.

1. Career Training Program (CTP) - Attachment A

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Agency Directorates are fulfilling their professional manpower requirements by direct hire or internal selection and training rather than relying to any significant extent

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upon the CTP; less than [ ] of Agency-wide professional gains in FY 75 were CT's. With decreasing personnel requirements throughout the Agency, the number of CT's is being reduced; FY-77 projections are <sup>91</sup> ~~for less than 40~~ CT's. It appears the costs of hiring, training, and placing a professional employee through the CTP far exceed alternate methods. We believe that a comprehensive review of the CTP is warranted.

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2. [ ] Ops Training - Attachment B

One of the basic issues that should be addressed is the extent of OTR responsibility in conducting operations (OPS) training. We suggest that the Ops courses run [ ] should be under the direct control and supervision of the DDO. In fact, we would include the Ops courses run by OTR's Functional Training Division. These courses appear to teach strictly DDO oriented skills, designed to impart DDO Ops philosophy and techniques. They are conducted solely for DDO personnel and essentially by DDO personnel. The DDO has established a DDO Training Committee and has substantially increased component conducted training. Removing the Ops courses from OTR might eliminate the requirements for positions such as the OTR ~~Special Assistant~~ for Ops training

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and the ☐ Deputy for Ops. The two positions exist primarily to insure OTR responsiveness to DDO needs and requirements. There are other less significant areas that we could address in our expanded review (see Attachment B). We feel that a review of ☐ operations should be deferred until our next financial audit.

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3. Functional Training Division<sup>1</sup> - Attachment C

In our opinion an extended review of program results would not significantly benefit OTR or Agency management. The Management and Administrative Training Branch introduced 12 new courses in Fiscal Year 1975 and 3 in Fiscal Year 1976 in response to current management needs. The Operations Training Branch and the Information Science Training Branch also appear to be responsive to current needs according to course evaluations. Recommendations resulting from our review that will be included in the Audit Report are summarized as follows:

- a. Management and Administrative Training Branch
  - (1) Broaden post-training evaluations to include feedback from participants who have applied their training on the job, and their supervisors. Such evaluations have been made on 5 courses during the last 3 years.
  - (2) Ensure that only students who meet course prerequisites are enrolled.

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b. Operations Training Branch (OTB)

(1) Reconsider the feasibility and benefits of transferring  into an Agency controlled building. If such a move was made, a minimum direct savings of \$24,000 rent plus the cost of installing secure communication facilities would result.

(2) Assist OTB with the problem of acquiring video-cassette films. Additional films are needed to assist the instructors and to better utilize the expensive video-cassette equipment maintained by the branch.

(3) Improve support given to OTB by the Training Services Staff, Visual Aids Branch. Agent and Liaison Training instructors often prepare their own training aids (slides and view-graphs).

- c. Under DDA directives, request each directorate to define its requirements for information science training within guidelines developed and furnished by the DDA in coordination with OTR. These requirements could be used as a means to structure information science training courses to meet stated needs of the Agency.

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4. Intelligence Institute

In our opinion there are no areas within the Institute which offer a potential cost benefit if subjected to a more extensive review. We did identify one problem area (payments to visiting lecturers) which results in the following recommendations in the Audit Report:

a. Review the propriety of authorizing Base Honorariums which exceed the maximum daily salary of a GS-15.

b. Document the justification for authorizing standard fees which far exceed those authorized by other Government agencies with similar programs.

c. Formalize the OTR policy on guest lecturers by appropriate amendment to  Training.

d. Request an opinion from OGC on the propriety of the contracts negotiated under authority of  Contract Personnel.

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We gave this problem immediate attention because the Institute's standards of payment are apparently becoming Agency minimums. Other Agency components and even other OTR branches have adopted the Institute's fee schedule without apparent consideration of existing restrictions.

5. Language Learning Center (LLC) - Attachment D

The major problems of the LLC were readily identified by responsible officials during an entrance interview.

The most significant problem is that only 10% of students



placed in full-time LLC training complete a full course of study. The effect on program results of a 90% drop-out rate ] is obvious. The Annual Report of the Language Development Committee for FY 1975 identifies the major problem areas related to the Agency's foreign language program and contains recommendations for corrective action. Actions on these recommendations by the Agency Management Committee should be considered prior to further audit effort. ]

6. Records and External Programs Group

We significantly expanded the scope of our review of the [Records and External Program Group, commonly referred to as] <sup>the Registrar Group</sup> the Registrar Group. Our examination included a review for compliance with Government-wide training authorities contained in Title 5, U.S. Code, Chapter 41. We initially identified the following areas as worthy of further review: OK

- a. Full-Time External Training - including both component sponsorship and Agency-wide OTR sponsorship, through the Training Selection Board.
- b. Part-Time External Training - again, both component and OTR sponsorship, including the Agency's Off-Campus Program.

During our audit, action was taken to strengthen controls and procedures. Employee Bulletin [ ] dated 26 November 1975 was issued describing Agency policy on sponsorship of external training. Therefore, we are not recommending further review at this time. We are recommending the following actions in our Audit Report:

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a. Full-Time External Training

(1) Comply (revise ) with Title 5 provision that an employee be sponsored for only 1 year of academic training in a 10 year service period.

(2) Strengthen approval procedures by rejecting Requests for External Training that lack adequate job-related justification and encourage attendance at lower-cost local universities.

(3) Strengthen follow-up procedures to ensure that post-training evaluations are submitted.

b. Part-Time External Training

(1) Strengthen approval procedures to comply with the job-related provisions of Title 5.

(2) Strengthen follow-up procedures to ensure that reimbursed training courses are satisfactorily completed.

(3) Document the Agency's Off-Campus Program relationship with  by a contract.

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c. Component Approval of Training Costs

(1) Amend Form 136, Request for External Training to ensure that authorizing officials are appraised of the costs factors inherent in their approval action.

(2) Formalize OTR policy on annual leave for students and the policy on reimbursement for textbooks to provide for consistent application throughout the Agency.

7. Component Conducted Training - Attachment E

Although component conducted training is not an OTR programmed activity, OTR does have the responsibility for monitoring the courses. There appears to be an acceleration of component conducted training, including the use of outside contractors. Based primarily on the cost data contained in the FY 75 report of component training, we believe that a comprehensive review of the entire scope of component conducted training is warranted.

Conclusions

In summary, areas to be considered for further review are:

- STATINTL
- a. Career Training Program
  - b.  Operational Training
  - c. Language Learning Center
  - d. Component Conducted Training Including External Training
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We feel that our efforts should be responsive to the requirements of the DDA and OTR management. Such requirements will probably be in sharper focus after the review of the IG Inspection Staff is completed. 2.

We recommend that the Chief, Audit Staff review the results of this survey with the DDA to determine the scope and timing of further audit efforts.

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Chief, General Audit Group

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Attachment A

CAREER TRAINING PROGRAM

Scope of Audit

Our preliminary evaluation focused on the main functions of the CTP; namely, the selection, training, and ultimate placement of Career Trainees (CTs) throughout the Agency. Detailed procedures included a review of: the Regulation  out-

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Observations

Isolated, within the scope of its activities, the CTP performs its mission in an effective and efficient manner. Some of the problems that did surface include a difficulty in finding suitable interim assignments in the DDI, a lack of sufficient follow-up on CTs after they leave the Program, and an occasional lapse in coordination between the OP field recruiters and the CTP.

When examined from an overall Agency viewpoint, the question arises whether a continuing need exists for a Career Training Program.

It appears that in relation to its funding level, the CTP is under utilized by the Agency. For the most part, Agency Directorates are fulfilling professional manpower requirements by direct hire or internal selection and training rather than relying upon the CTP. For example, the Agency FY 1975 projections for professional gains were as follows:

<u>Directorate</u>	<u>External Sources</u>	<u>Internal Sources</u>	<u>CTs</u>		STATINTL
DDA			6	8	
DDS&T			1	1	
DDI			12	12	
DDO			36	76	
DCI			0	2	
TOTALS			<u>55</u>	<u>91</u>	

As can be readily seen above, Agency components, with the exception of the DDO, do not utilize the CTP to any significant degree as a source of career professional employees.

Total program costs are [ ] dollars. Student STATINTL  
 salaries and expenses account for [ ]. The balance STATINTL  
 [ ] dollars is for the sole purpose, in STATINTL

effect, of hiring about 50 new professional employees annually. (48 CTs were hired in CY 75). In light of decreasing personnel requirements throughout the Agency, this number is being reduced. For FY 1977, the DDO has requested a maximum of 20 CTs, the DDI 12, NPIC 1, and the DDA (OTR) 4 to 5. About 90% of the CTP staff time is spent on functions other than training, such as selection and placement; functions that are usually associated with the Office of Personnel. Furthermore, the CTP relies almost entirely on OP field recruiters to spot, initially

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assess, and refer potential CTs to the CTP staff. The staff also uses the OP Skills Bank to identify CT candidates.

There are no firm figures available on what it actually costs to select, train, and ultimately place a CT. Costs not easily allocated to the CTP include support of the OP field recruiters, testing and interviewing of CT candidates, and certain training courses. It would appear that the costs of hiring, training, and placing a professional employee through the CTP far exceed those incurred by alternate methods.

#### Conclusion

We feel that sufficient evidence exists to warrant a more comprehensive review of the CTP. Our objectives would be to determine:

1. The total costs associated with the CTP.
  - Per student costs based on FY 1977 requirements.
2. The reason why certain Agency components do not support the CTP mission of providing the Agency with career professional employees.
  - Have needs changed?
  - Is the CTP responsive to Agency-wide requirements?

- 4 -

3. The performance of CTs in the Agency.

- Profiles of Agency professionals.

Our findings would hopefully provide management with sufficient information to make an informed judgment on the future of the Career Training Program.

## Attachment B

Operations Training

## Scope of Review

We reviewed the [ ] organization and functions; the current [ ] Resource Package and budgeted fund levels; MBO Action Plans; production statistics for the past four fiscal years on the use [ ] as a conference/seminar center and training site; and the relationship between OTR and the DDO regarding operations training. We did not schedule a visit [ ] during our survey. The experience gained from our annual financial compliance audits has provided sufficient insight into local operations to make unnecessary a special visit at this time.

## Observations

## OTR/DDO Ops Training Relationship

One of the basic issues that should be addressed is the extent of OTR responsibility in conducting operations training. We suggest that the operations courses  should be under the direct control and supervision of the DDO; we would also include the courses now conducted by the Operations Training Branch of OTR's Functional Training Division.

These programs are not generalized courses which transcend Agency organizational and functional lines. Rather, they are strictly DDO oriented skills training exercises designed to impart DDO operations philosophy and techniques. They are



conducted solely for DDO personnel and essentially by DDO personnel on rotational assignments as OTR instructors.

Removing these operations courses from OTR would eliminate the various bureaucratic procedures and layers of personnel. STATINTL  
The OTR Special Assistant for Operations Training and the [ ] Deputy for Operations positions now exist primarily to insure OTR responsiveness to DDO requirements. ✓

The DDO has taken action to affirm his responsibility in establishing an operations training doctrine. A DDO Training Committee was established to review the training curriculum STATINTL  
[ ] the assignment of DDO officers [ ] and the STATINTL  
DDO/OTR command relationship over operations training. Although the Committee has not completed its review, they indicate that the DDO will become further involved in the training of its officers, with OTR providing administrative and broad managerial support.

In FY 1975, eight DDO components conducted 453 runnings of 91 courses. This was a significant increase over FY 1974 totals of 286 runnings of 39 courses. Several of these components conduct courses that <sup>appear</sup> are similar to those run by OTR's Operations Training Branch.

These facts, among others, support our contention that the DDO has the capability to conduct their own operations training without the need for extensive reliance upon, and coordination with the Office of Training.

[ ]

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Some thought should be given to the role [ ]  
as an OTR training station. There is sufficient evidence

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MOTC students is larger than the number of students who will attend the DDO Operations Course each year, i.e., 3 classes of 30 each. The first MOTC course was conducted in the fall of 1975. We feel that it would be premature to attempt to evaluate the impact on resources and future Intelligence Community training. Initial facts seem to indicate that the Agency will have to renegotiate the administrative and financial aspects of the agreements with the military.

Because of the scope and significance of this program and its effect on future requirements of the Agency, we feel that it is worthy of consideration for a comprehensive review at some time in the future.

#### Conclusion

It is our opinion that the above areas, among others, warrant consideration for further review. This could possibly be accomplished within the scope of the annual ☐ audit, scheduled for next spring. The areas identified were developed after only a cursory examination of those materials described in the scope of our present audit are are by no means complete or exhaustive. Additional areas may well be surfaced and developed during the course of our regularly scheduled ☐ audit. These could include the structure and content of operations courses, especially the ten-week operations course; the DDO Training Committee and its relationship with OTR; the area of contractual services ☐ and such other areas as would be considered necessary in the circumstances.

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FUNCTIONAL TRAINING DIVISION (FTD)

The Functional Training Division provides a wide range of training courses and services related primarily to skills acquisition. Most of the courses concentrate on skills peculiar to the Intelligence profession. FTD is divided into three branches:

-- Management and Administrative Training Branch (MATB)

MATB supports a large number of training programs with the objectives of (1) upgrading supervisory and management skills, (2) advancing the Agency's Upward Mobility and EEO performance, and (3) equipping Agency personnel with specialized administrative skills. Courses in this area are directed to all levels of Agency employees.

-- Operations Training Branch (OTB)

OTB provides training in the skills needed to manage, support, or participate in clandestine intelligence operations. Staff employee instruction is conducted through regularly scheduled courses. Training for personnel other than staff employees is arranged as needed using tutorial instruction.

-- Information Science Training Branch (ISTB)

The overall objectives of ISTB are to provide effective training in information sciences, systematic methods of analysis, and the develop-

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ment and application of new methodologies to intelligence and the management of intelligence. ISTB courses are available to employees and managers throughout the Intelligence Community. In addition, segments of instruction within the area of information science are provided by the ISTB staff for other OTR courses and at the National Security Agency and Defense Intelligence Agency.

#### SCOPE OF AUDIT

The scope of the division audit included a review of financial activity for the audit period and a survey of management responsibilities, controls and objectives. The survey covered: the organization and personnel functions; course structures; the resource package; training cost models, procedures for preparation and verification of reported costs; post-training evaluation procedures; and other areas considered necessary to complete the survey.

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MANAGEMENT & ADMINISTRATIVE TRAINING BRANCH (MATB)

Observations

MATB offers 23 training courses including 12 introduced during Fiscal Year 1975. The new courses were developed in response to requirements of the current working environment. The new courses are: Employee Development Course for Office Workers; Management by Objectives (MBO); Equal Employment Opportunity (EEO) for Supervisors; four courses on Financial Management Training; four courses on Records Management Training; and the Counseling Course.

The curriculum changes were made to provide more structured and disciplined training for the beginning, middle-level, and senior Agency managers. In December 1975 the Curriculum Committee authorized MATB to proceed with the management program which includes three additional courses to be presented between January and June 1976. To reduce the backlog of student applications, MATB is offering more sessions with larger classes.

For Fiscal Years 1975 and 1976, MATB met its three formal objectives concerning MBO, EEO, and financial management as follows:

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- Two  professors were hired to offer general MBO orientation training and MBO workshops tailored to specific components.

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- A two-day course, EEO for Supervisors, was introduced to train Agency supervisors in handling problems under EEO procedures.
- A program in financial management consisting of four courses was given. The program reviews the budgetary process, the budget formulation, the Agency accounting system, and the methods to obtain output from the Agency's financial system.

Evaluations of MATB courses are usually limited to student critiques completed at the close of the courses. Over the last three years, the evaluation process has been extended to elicit comments from the trainee and his supervisor several months after completion of the courses. Such post-training evaluations were performed on the Fundamentals of Supervision and Management (1972), Managerial Grid (1973),  Seminar (1975), and Employee Development courses (1975). The post-training evaluations have the advantage of obtaining critiques from participants who have applied their training on the job and from their supervisors. Experience shows that the most effective responses from participants and their supervisors are obtained between two and three months after a course.

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We believe that post-training evaluations should be applied to the other management related courses. This should help keep the courses focused on current management practices and problems.

MATB has had difficulty in establishing that applicants qualify for those courses having the prerequisite of being either a supervisor or a prospective supervisor. Our review disclosed that 20% of the training applications for the management courses recently conducted do not reflect that the applicant is either a supervisor or a prospective supervisor. MATB has strengthened the review of training applications for managerial courses to ensure enrollment of only qualified students.

Conclusions and Recommendations

Our review disclosed that MATB is achieving its objectives of improved training in management and administration. Our only recommendations are to (1) broaden the post-training evaluations and (2) ensure only qualified students are enrolled.



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OPERATIONS TRAINING BRANCH (OTB)

Observations

OTB Scheduled Courses

The Operations Training Branch conducts seven scheduled courses ranging in length from one to six days. The courses appear to be adequately subscribed and to efficiently utilize available resources. They also seem responsive to the needs of the operational components.

The instructors strive to keep abreast of the latest developments within their respective fields of interest. For example, the senior instructor of the Operations Records course works closely with the DDO Records Management Officer and the Information Services Group Training Officer to ensure that his courses are up-to-date technically and meet the needs of the DDO. Continuous evaluation of course structure and content is accomplished by the utilization of feedback from former students, their supervisors and current students.

Besides using student critiques, the instructor of the DDS&T orientation courses and the Anti-Narcotic course also meets before and after each course with the component Training Officer and the Executive Officer to discuss the course objectives and format.

A potential problem area is the working relationship between the OTB instructors, particularly ALT instructors, and the operations instructors  There is no training workshop between the two groups of instructors where new training ideas and instructional techniques can be exchanged.

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Agent and Liaison Training

The ALT program provides tutorial instruction in clandestine operations. The elements of tradecraft are emphasized for personnel under non-official cover, contract personnel, field agents, an occasional staff employee, and certain foreign liaison personnel. Training programs range from one day briefings to six week programs. Each program is specifically tailored to a particular individual or group. The instruction is conducted in safesites in the Headquarters area as well as overseas.

Because of its highly personalized nature, the training is directly responsive to the specific needs of a particular DDO component. Continuous contact is maintained between ALT and the concerned DDO desk before and during the training cycle. In the case of NOC Training, requirements for course format and content are coordinated with the DDO's Plans Staff, NOCB. The improved training for NOC field case officers is an important development in view of the increased use of NOC officers abroad.

Although the language capabilities of ALT vary from time to time, instruction is normally available in Spanish, French, and German. On occasion, training is conducted through the use of an interpreter.

One of the strong points in ALT is the systematic use of feedback. This is accomplished in two steps. Immediately after the course, the instructor reviews, with the trainees, their assessment of the course and how well it achieved objectives. Additional feedback is obtained from tailored questionnaires sent to the field approximately nine months after the completion

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of training. The feedback is used in planning and managing the overall training effort.

Several problem areas exist within the ALT program. The real estate costs are relatively high. [REDACTED] STATINTL training office, costs \$24,000 per annum [REDACTED] sites consuming another \$16,000 a year. [REDACTED] was originally STATINTL designed to accommodate a large number of training officers than the present ten. The office has slightly over 4,000 square feet of which 1,500 to 1,800 square feet are not being used. In addition, the vault area does not appear to meet normal Agency standards and depends upon a Wells Fargo alarm system.

Because of the necessary constant contact between ALT and the DDO, it is necessary for the training officers to make frequent trips to Headquarters. This is necessary since there is no secure communications system. ALT requested [REDACTED] in STAT February 1975, to install a KY-3 secure phone at [REDACTED] to STAT improve the situation.

In spite of these difficulties, OTB has managed to perform its mission and achieve its objectives in an effective and efficient manner. In recognition of the isolation problem, OTB investigated bringing ALT inside the Chamber of Commerce Building in February 1974 but could not find enough space. In addition to the space constraints, there appears to have been some reservation by DDO management as to the feasibility of such a move.

Another problem exists in the availability of training films. ALT maintains a tradecraft film library of 35 to 40 films. The films are the regular bulky reel type, are old and in a state of disrepair, and do not complement the extensive video-cassette

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capability of ALT. Only seven of these films have been copied into cassette format. Attempts to have Central Reference Service (CRS) complete the copying of reel films onto cassettes has met with resistance. Thus, ALT has expensive video-cassette equipment that is not being efficiently used. Supposedly, CRS reticence is explained because of copyright restrictions and the fact that they must rely on the services of the U.S. Naval Pictorial Center for copying the films. This is because the Agency lacks the reproduction capability.

On occasion there has also been a lack of close cooperation between ALT and the OTR Visual Aids Branch of Training Services Staff. This involved the time required and the work standards applied in fulfilling ALT requests for training slides and view-graphs. Because of the many other Visual Aids Branch commitments and for the sake of expediency, ALT instructors have supplemented their training aids by preparing some of their own slides and graphs.

Many of the training films were produced twenty or more years ago and are now out-dated. However, the ALT has made arrangements to produce up-dated video tapes on tradecraft and other pertinent subjects with the hope that these efforts will improve the quality of their film Library.

#### Conclusions and Recommendations

The problems of ALT are accentuated because they are physically isolated. Consideration should be given to the benefits

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ALT would be more accessible to the DDO components and the NOC training officers as well as logistical and administrative support. The move might also eliminate the need for the KY-3 secure communications equipment, which might possibly require a new vault. We feel that an effort to accommodate the ALT program would result in a more effective, efficient operation at considerably less cost to the Agency. In addition, security of OTB materials and equipment would be enhanced.

We also recommend that the problem of acquiring video-cassette films be resolved. This would ensure more effective utilization of the expensive video-cassette equipment maintained by ALT.

Additionally, we feel that the ALT role in making their own training video-tapes, slides, and view-graphs be more closely examined in conjunction with their relationship with those OTR support components responsible for the training aid function.

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Information Science Training Branch (ISTB)

Observations

The ISTB (commonly called the Information Science Center (ISC) ) resulted from a recommendation made by the President's Foreign Intelligence Advisory Board in a memorandum to the President in June 1965. The Board recommended that specialized training be provided for selected members of the departments and agencies comprising the Intelligence Community where, "...systems thinking and systems skills are understood and imparted..." As a result of this recommendation, an ISC was established under the control of the Defense Intelligence Agency (DIA) in December 1967. Due to budget and manpower constraints, DIA decided to close the ISC on 30 June 1972. The Agency thereupon took control of the ISC and absorbed it into OTR where it was physically moved from DIA in August 1973.

The Director, DIA and the Chairman of the USIB Intelligence Handling Committee approved the original guidelines given ISC relating to the initial courses to be presented and their content. Since this facility has been under OTR control, the Chief, ISTB has been responsible for identification of requirements for new courses and the improvement of existing programs. New courses developed by ISTB are now approved through normal OTR channels.

ISTB offers seven courses that range in length from one to four weeks. The courses are offered primarily for Agency and other Intelligence Community organizations.

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Other US Government employees may attend <sup>only</sup> when approved ~~by the DDA.~~  
~~through normal OTR channels.~~ Applications for individuals involved in law enforcement must be approved by the DCI on a case by case basis. During Fiscal Year 1975 a total of 515 students enrolled of which 229 were non-Agency. Over the past 5 years only 10 students outside the Intelligence Community have attended.

ISTB maintains a thorough internal evaluation system for its courses. The evaluation results are forwarded through OTR command channels for further review. The ISTB program has not been subjected to any review external to OTR since inception. Two means of evaluating the effectiveness of ISTB are through the acceptance of the total program by the Intelligence Community and the attitude of individuals who have gone through the training. The number of people interested in receiving ISTB training grows each year. Student critiques and their subsequent communications with ISTB personnel are evidence of the high quality of the skills taught.

Each course has a formal evaluation form constructed to obtain the broadest response from participants. The form covers course objectives, evaluation by specific subject, instructor evaluation, general evaluation, and provides for a narrative evaluation. The results, except for the narrative portion, are recorded by the students on mark-sense cards for rapid mechanical tabulation. The results of the evaluation are discussed before the students are released.

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After each class is completed, the chief instructor is responsible for preparing a thorough summary of course results, suggested changes to course content, and other conclusions meriting management attention.

### Conclusions

ISTB is effectively utilizing its current resources and manpower. Whether the results of its training are meeting the objectives as envisioned by the architects of the program is another matter. A program review of ISTB would lead the reviewer to USIB and other Intelligence Community organizations if current requirements and training results were to be verified. ISTB receives no direct support from the USIB Intelligence Handling Committee or USIB itself for planning purposes or otherwise. As OTR officials are well aware, there is no comprehensive plan for the Intelligence Community whereby ISTB can extract future information science training requirements with confidence. This is a key issue. Plans and projections now made are primarily derived by ISTB through its liaison with intelligence officers and officials throughout the Agency and the Intelligence Community.

The statistical, operations research, and other sophisticated analytical techniques taught by ISTB are much needed, but not necessarily sought after by the appropriate people. All too many managers have not had sufficient training in these techniques even to the extent of being able to appre-



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ciate what the techniques can do for them, much less how they are accomplished. The FTD Resource Package states, "With regard to information science training the question is whether enough is being done rather than whether the accomplishments are worth the price." Any further evaluation of this area would have to address both questions but with emphasis on the sufficiency of such training. We believe that more emphasis must be placed on information science training if managers and users are to keep pace with the sophisticated hardware systems which the Agency continues to acquire.

Agency requirements for information science training should be developed outside of OTR by each directorate. The review should focus on the needs of users throughout the Agency. There is no effective means of measuring the adequacy of the ISC's program until the requirements have been identified and endorsed by the appropriate Deputy Directors or the Agency's Management Committee. Any individual selected to review requirements would have to be well-versed on current analytical techniques, as well as his or her directorate's management process. Such knowledge would be needed to identify problem areas where new methods could be applied or current ones expanded.

The results of a review of information science training requirements would serve as a guide in structuring the ISC's training program to meet the stated needs of the Agency. The results could also be used to determine the optimum size of ISC to meet those needs.

We recommend that the DDA request each directorate to define its requirements for information science training within guidelines to be furnished by the DDA.

Attachment D

Language Learning Center

Introduction

The main missions of the Language Learning Center are to (a) train Agency personnel in foreign languages, (b) test the proficiency, both oral and reading, of language skills, and (c) support the Language Development Committee which was chartered to advise senior Agency officials on policies and procedures related to the Agency's foreign language program. The Center services all Directorates.

Scope of Review

We expanded the scope of our financial compliance audit procedures to include a survey of the following: a review of the regulations,  outlining Agency policy and responsibilities in the development and maintenance of skills in foreign languages; the organization and functions of the Center; the current resource package supporting the FY 76 program call; the Annual Report of the Language Development Committee for FY 75; and other sources of data as we considered necessary. All of the above was complemented by an interview with the Chief and Deputy Chief, Language Learning Center.

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Observations

The objective of the Center is to increase foreign language skills within the Agency. Generally, the Center relates its effectiveness to the Agency's inventory level of professional

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foreign language skills. The matching of the Agency's language requirements with available skills is accomplished by each Deputy Director designating positions in which a foreign language is normally required. These Agency positions, titled Language Designated Positions (LDPs), currently total 946 of which less than 50 per cent are staffed by language qualified individuals.

A "Key Issue", raised in the Center's FY 76 Program Call, was that increased foreign language training requirements were being levied at a time of progressive reduction in resources. Training volume is up. But, at the same time, there has been a progressive loss in professional level language skills. This dichotomy could be interpreted as an indication of an ineffective training program; the major cause being that only about 10 per cent of all students placed in full-time training in the principal languages complete a full course of study.

An indication of effective internal management is the current effort to develop standardized proficiency tests. Also, the Center has developed cost effective criteria. A break-even concept has been used to determine that a class size of six students is required to recover costs. Accordingly, courses are not ordinarily conducted for less than six students; requesting components are charged for the costs of classes for less than three students.

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### Conclusion

Sufficient evidence exists to warrant a further review of the Center. We limited our survey because the major problems were readily identified by responsible officials. In fact, the major problem areas were identified in the Center's annual report to the DCI. If we schedule a more comprehensive review it should be coordinated with the Agency Management Committee to determine what action has been taken in the following key areas:

- (1) Re-examination by each component of its Language Designated Positions.
- (2) Assigning to training only those who will complete the full course of study.

Attachment E

Component Conducted Training

Scope of Review

We limited our review primarily to the information contained in the Annual Report, Component Conducted Training, Fiscal Year 1975. We did contact several Training Officers regarding components' use of guest speakers and full-time external training for their employees.

Observations

Component Conducted Training

There appears to be sufficient evidence to warrant a more extensive review of component conducted training. This could include: component compliance with OTR and Federal Government guidelines, procedures, and regulations; component liaison, coordination, and working relationships with OTR; the components role in providing "skills" oriented training; the organization of component training and course structure as it relates to Directorate requirements; and such other areas as would be considered necessary in the circumstances.

Our review of OTR's FY 1975 report to the DCI on component conducted training reveals several facts worthy of further evaluation.

There is evidence that OTR is publishing information not compiled in accordance with its own instructions, i.e.,

components are not following OTR guidelines in reporting the costs of internally conducted training courses. For example, the DDS&T's Course Cost Summary of their Career Development Course classifies guest speaker fees as "other costs" vice "instructor costs" and they do not include any overhead (O/H) factor. OTR instructions, Report Criteria "G", All Other Costs, specify that O/H costs should be included; computed at 100 per cent of the sum of "instructor costs" plus "all other costs". A further review of the Annual Report indicates that, for the most part, O/H costs are not included in components' reports. Therefore it appears that the costs of Component courses are not accurately reported. Furthermore, the formula supposed to be used by the components in computing O/H is different than the one developed by the Civil Service Commission and used internally by OTR. That is, internal OTR Summary Cost Worksheets - Cost Models - provide for a O/H rate computed at 100 per cent of instructor costs only, i.e., other costs are not included in the computation.

There are other examples of inconsistencies in charging expenditures to appropriate cost categories (e.g., charging travel costs to instructor costs, etc.) The costs of course development, including the pro-rating of capital expenditures, might also be reviewed for validity and consistency of application.

There appears to have been an "explosion" of component conducted courses since FY 1971. In 1971, the DDA conducted 230 runnings of 71 courses increasing to 572 runnings of 148 courses in FY 1975; the DDS&T, 31 runnings of 22 courses increasing to 192 runnings of 49 courses; the DDO, 205 runnings of 45 courses increasing to 453 runnings of 91 courses; only the DDI had a decrease in the number of runnings and courses. Additionally, the Directorates showed significant increases in the number of students in their courses, increasing from a total of 4,705 students in FY 1971 to 11,289 students in FY 1975.

The propriety of some of the course offerings appears to be questionable. For instance, half of NPIC's courses have nothing directly to do with NPIC functions, objectives, or responsibilities, and are duplicative of courses offered by the Civil Service Commission and private institutions. These courses include intermediate and advanced shorthand, refresher typing, and reading improvement.

A disparity exists between the costs of component conducted training. For instance, the DDA average cost per course hour was \$19 whereas the DDO, DDS&T, and the DDI averaged \$40 - \$45 per course hour. Similarly, even though the DDO had two and one half times fewer course hours than the DDA, they had more instructor costs. There are many instances of course costs that far exceed the averages within a component, including examples of courses that cost well over \$1,000 an hour to conduct and which involve substantial outside con-

tractual arrangements, as well as courses that have a cost per student of \$3,000 - \$5,000. Additionally, examples exist of relatively expensive courses being conducted for only one or two students. Furthermore, several of the components offer courses that appear to be similar to those conducted by various branches within OTR. Reported FY 1975 cost of component training was 1.5 million dollars.

The figures cited above take on added significance when it is recognized that they generally do not include a provision for overhead costs. Because instructor costs comprise the largest segment of total costs and should be included in the O/H computation, we estimate that the reported costs of component conducted training are understated by almost 100 per cent.

#### Contractors and Guest Speakers

Another area of possible audit interest is the components' use of procurement contracts to obtain the services of private organizations, including guest speakers, to conduct internal training. For example, the DDS&T expends more monies for guest speakers and training services of outside contractors than does the Office of Training. And too often these contractual arrangements result in courses that cost more than \$1,000 an hour to conduct, (e.g., several symposium courses in the Office of Research and Development.)



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### Conclusion

We feel that the statistics presented above, alone are of sufficient importance to justify a more comprehensive review of the entire scope of component conducted training. Also many of the problems encountered during our review of OTR originated at the component training office level. Because the two training systems are, in many respects, complementary, we feel that adequate resources should be applied toward a careful evaluation of the role of component training within the Agency, i.e., where it is now, what it evolved from, and where it is headed.

Guest Lecturers

The Intelligence Institute engages guest lecturers as STATINTL Independent Contractors under authorities in [ ] Contract Personnel. Internal administrative procedures and guidelines are contained in the Institute's "Procedures for Securing Speakers," and "Fee List for Non-Governmental Speakers." The standard fees authorized in the published schedule exceed the maximum rates allowable by regulation. The Director's (DCI) approval is required on contracts providing for a basic compensation at a rate which, if projected on an annual basis, would exceed the maximum annual rate of a GS-15. The Institute's base, daily honorarium (rate) does exceed this amount.

[ We were advised that the Institute's fee list was patterned after a similar schedule developed by the Foreign Service Institute (FSI). ] We were provided a copy of the FSI fee schedule. In addition, we contacted representatives of other Government agencies within the Washington, D.C. area with similar programs. These included the Defense Intelligence School, the National War College, the Industrial College of the Armed Forces (ICAF), the Civil Service Commission and the FSI.

Our comparison of guest speaker fee schedules disclosed that the Institute is paying substantially more for similar services. The reason for the disparity is that the other Government agencies' payments are based on units of a half day or less whereas the Institute's fee schedule provides for payments only at a daily rate. For example,

the FSI pays its speakers from the Washington, D.C. area \$75 per session, which includes expenses. A session is defined as either a whole or any part of a morning or afternoon. The Institute pays local speakers a flat daily rate of \$175, for what we determined to be, generally a two-hour presentation.

None of the agencies we contacted pay more than \$100 per session for local speakers comparable to those engaged by the Institute. The FSI and ICAF were the lowest of the five at \$75 per session. The honorariums paid to out-of-town speakers by the Institute were also higher; however, the majority of fees paid in 1975 to date, were for local speakers. Our conclusion is that the Institute pays its local guest lecturers twice as much as does FSI or ICAF, and nearly twice as much as other Government agencies with similar programs.

We recognize that adequate fees must be offered to attract quality speakers. In the absence of formal Agency-wide policy concerning speaker fees, it is commendable that the Intelligence Institute has taken the initiative of establishing a guest speaker policy and fee structure within their area of responsibility. We are concerned, though, that other OTR branches, and even other Agency components have adopted the fee schedule without apparent consideration of the <sup>restrictions</sup> ~~caveats~~ ~~therein~~ noted. The Institute's standards are becoming Agency minimums.

Recommendation: To strengthen Agency-wide controls and procedures on the use of guest lecturers, we recommend the following:

(a) Review the propriety of authorizing Base Honorariums which exceed the maximum daily rate of a GS-15.

(b) Document the justification(s) for authorizing standard fees which far exceed those authorized by other Government agencies with similar programs.

(c) Formalize an Office of Training policy on guest lecturers by an appropriate amendment to   Training.

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Internal controls and procedures regarding guest lecturers could also be strengthened. Exceptions and revisions to the published guidelines have not been documented in accordance with instructions. The OTR finance section, until recently, was not provided a copy of the fee schedule.

On at least one occasion, an honor<sup>or</sup>~~ium~~<sub>A</sub> was paid to an employee of another Government agency. We were advised that this individual, who is employed by the FSI, was paid a \$175 guest fee because he made a presentation at an <sup>evening</sup>~~evening~~ session. The Institute's Directive on securing speakers does state that certain agencies ~~do~~ allow an employee to accept an honor<sup>or</sup>~~ium~~<sub>A</sub> when on annual leave. If this is true, it would appear reasonable that payments for presentations during non-duty hours would also be allowed. <sup>However,</sup> Our experience is that

federal employees are not entitled to compensation from more than one Government agency.

Recommendation: Strengthen internal controls by providing OTR/B&F with current fee schedules and review the propriety of authorizing guest speaker fees to employees of other Government agencies.

Our discussions with the FSI revealed that their policies and procedures concerning honoraria payments to visiting lectures are based on the authority contained in 41 U.S.C.252(c). This U.S. Code section deals with procurement contracts and appears to be the basis behind Agency Regulation [ ] Procurement Contracts for the Services of Individuals. FSI has received a delegation of authority under Section 252 to execute, award and administer highly specialized or professional service contracts. It would appear that OTR could obtain a comparable delegation of authority from the Director of Logistics [ ]

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We met with officials of the Office of Personnel, Contract Personnel Division (OP/CPD) to discuss their authorities and responsibilities concerning the management of contract personnel under [ ] Contract Personnel. Their interpretation of this regulation is that they have the authority to execute any and all contracts with individuals. And, in essence, that provisions [ ]

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[ ] are available to them on a selected basis.

Accordingly, they are executing fee-per-task and service contracts ~~on behalf of~~ OTR up to the maximum annual salary of a GS-15. Examples of the different types of contracts negotiated by OP/CPD on behalf of OTR follow:

a. A fee-per-task, research contract with a retired annuitant for a maximum amount of \$5,000.

b. A services contract, for specialized instructional programs, [REDACTED] A fee of \$1,320 is currently paid upon completion of each lecture series. This individual has been under contract to OTR since 1954. He also has contractual arrangements with other Agency components. His gross Agency remuneration is undeterminable.

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c. Fee-per-task ("sole source") contracts with two [REDACTED] professors for the preparation and presentation of a Management by Objectives (MBO) training courses. Their contracts provide for maximum amounts of \$6,500 and \$13,500.

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In our opinion, highly specialized or professional service contracts should be administered under the provisions of [REDACTED] Since our opinion <sup>implies</sup> ~~infers~~ that OP/CPD has exceeded their authorities, we feel that the matter should be subjected to legal review by the General Counsel.

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Recommendation: Request an opinion from the General Counsel  
on the propriety of the various types of contracts negotiated  
for OTR under the authority of

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